DOCUMENT RESUME

ED 336 440 UD 028 119

AUTHOR Earle, Janice; Kysilko, David
TITLE Implementing the Children's Agenda: Critical Elements of System-Wide Reform. A Statement of the National Coalition for an Urban Children's Agenda.
INSTITUTION National Coalition for an Urban Children's Agenda.
SPONS AGENCY Danforth Foundation, St. Louis, Mo.
PUB DATE 91
NOTE 32p.
AVAILABLE FROM National Association of State Boards of Education, 1012 Cameron Street, Alexandria, VA 22314 ($7.00).
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Agency Role; *Agenda Setting; Childhood Needs; *Children; Cooperative Planning; *Cooperative Programs; Demography; Elementary Secondary Education; Guidelines; National Organizations; *Public Policy; *Social Services; Systems Development; Trend Analysis; *Urban Problems

ABSTRACT

The National Coalition for an Urban Children's Agenda (NCUCA) is an association of 10 organizations that are concerned with the plight of urban children and families. This statement represents the results of a year's debate and discussion drawing on the experience of staff members of these organizations. It is argued that America's education and social service systems are failing to serve children effectively, not because of short-sighted administrators or incompetent workers, but because of the sheer magnitude of the problems facing them. Framing a children's agenda means recognizing that a comprehensive and collaborative approach to problems is necessary. Urban policymakers, service providers, and educators cannot work in isolation from families, communities, and state structures and have any hope of solving the problems that currently plague urban areas. Essential elements of an agenda will include the following: (1) defined goals; (2) defined and measurable outcomes; (3) appropriate assessments; (4) incentives for progress and consequences (or sanctions) for failure; (5) staff development; (6) sufficient resources; and (7) appropriate governance. Sustained change will require carefully designed legislation, regulations, and administrative actions with the force of law. A checklist of these points is provided for policymakers. A separately published four-page executive summary precedes the full report. A list of 10 references and a summary of related national efforts are appended. (SLD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

NATIONAL COALITION FOR AN

Urban Children's Agenda

UD028119

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Laura Sonberg
NABSE

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

BEST COPY AVAILABLE

NATIONAL COALITION FOR AN

Urban Children's Agenda

American Public Welfare Association • Child Welfare League of America • Children's Defense Fund • Council of Chief State School Officers • Council of the Great City Schools • National Association of State Boards of Education • National Conference of State Legislatures • National Governors' Association • National Urban League • United States Conference of Mayors

EXECUTIVE SUMMARY

Currently comprised of ten national organizations representing social services, education, state and local governments, and powerful advocacy groups, the National Coalition for an Urban Children's Agenda was formed to help generate solutions to one of the most confounding and intransigent issues facing state and local policymakers today: the plight of millions of urban children and their families living in unacceptable social conditions. The manifestations of this crisis range from the immediate tragedies of drug use, violence, and high rates of teen pregnancy and dropout to chronic poverty, joblessness, and poor health. Many of the problems historically associated with urban areas not only continue to plague our cities, but, demographers warn us, are likely to become worse. These trends include:

- **Increased poverty over the last fifteen years:** between 1979 and 1986 the number of children living in poverty grew by 20 percent. A disproportionate number of poor children are minorities in urban areas.

- **Changing family structures:** because of economic conditions, most two- parent families now have both parents in the workplace. At the same time, the number of children living in single-parent homes has tripled since 1950, and is now at over 21 percent. Every year nearly half a million babies are born to teenagers, most of whom are single.

- **Increased health problems:** drugs, AIDS, poverty, and lack of education have taken a tremendous toll on the health of many urban families. Infant mortality rates in some inner cities match or exceed those of developing countries.

- **More fiscal crises:** in most urban centers, those who are able continue to escape the problems of the city by moving to suburbs — leaving cities with a shrinking resource base available to cover needed services.

- **High dropout rates:** in many cities dropout rates range from 40 to 50 percent. The current job market that calls for increasingly skilled, technologically sophisticated workers means that these dropouts will have a shrinking number of life options, and that cycles of poverty will continue.

BEST COPY AVAILABLE

Yet these trends do not just spell trouble for individuals. When one individual is functionally illiterate or otherwise unable to work, it is a personal tragedy. When millions of young people join the growing ranks of those who are only marginally employable, our nation is in very serious trouble.

The National Coalition for an Urban Children's Agenda believes that the only way to avoid a national catastrophe is to develop a comprehensive approach to helping children and families. **Urban policymakers, service providers and educators cannot work in isolation from families, communities and state structures and have any hope of solving the problems that currently plague urban areas.** We must develop strategies that take into account dysfunctional and low income families, deteriorating schools, racial polarization, limited employment opportunities, crime and violence, inadequate housing, and insufficient access to health and social services — problems, the Coalition believes, that are best addressed through a comprehensive approach that incorporates a "children's agenda" at the national, state and local levels.

At its essence, a children's agenda means addressing all the needs of young people and their families through forging changes in the way our "people-serving systems" operate. It means recognizing that the needs of children and families (education, health, social, housing, family support, to name the most obvious) are not isolated, but very interconnected. For example, a teenager with health or family problems is also likely to have problems learning — problems that cannot be solved by the teacher alone. It means meeting these needs not through the isolated services of disparate agencies (which on one hand results in many gaps in services, and on the other hand in overlapping responsibilities and "turf" wars), but through reconfiguring our current systems or creating new ones that are more effective. Finally, it means that success or failure must be judged in terms of the outcomes achieved for children and families.

Implementing the Children's Agenda

In outlining the changes that would be necessary to bring the children's agenda to life in cities and communities, Coalition participants defined seven essential elements of a comprehensive, outcome-oriented, people-serving system. If properly put together with support from both the public and the staff of each agency, these elements would enable the system to become more focused on improving outcomes for children and families, and should enable agencies to function more effectively and efficiently. They include:

ELEMENT 1. DEFINED GOALS: In order for states and cities to make wise, appropriate changes, it will be necessary for them to define what they want the changes to result in — that is, they must decide what are the overall goals for young people and the institutions that serve them. The importance of defining goals cannot be overstated, as this process will determine the framework for all the work and the changes that follow.

ELEMENT 2. DEFINED MEASURABLE OUTCOMES: Having goals is necessary, but it is not enough. States and cities must be able to define specific outcomes or indicators that make it possible to judge progress in meeting their goals — and which enable them to judge whether systems are succeeding in fulfilling their responsibilities.

ELEMENT 3. APPROPRIATE ASSESSMENTS: Having defined outcomes, it will be necessary to have mechanisms in place to measure them. This will require some changes, since many current assessments, if they exist at all, measure inputs rather than outcomes. For example, they may measure how many neighborhood clinics exist and how many people walk in the clinics' doors, rather than measuring how many individuals are successfully treated and how many still remain without treatment. Or they may count the number of teachers who are trained in a particular area, rather than measuring the quality of the training.

ELEMENT 4. INCENTIVES AND CONSEQUENCES: Once assessments are made, we must attach consequences to them. Without consequences, the system can continue to "blame the victim" (that is, children and families) for failure, rather than look to systemic change strategies to ensure that children succeed. This shift places the onus and opportunity for success upon the institution, and it is the institution that receives the rewards or sanctions.

ELEMENT 5. PROFESSIONAL GROWTH AND DEVELOPMENT: As we define new ways to reframe systems for children, training becomes more important than ever. It will be critical, for example, to prepare staff to think in terms of outcomes for children. The children's agenda will also require those who work in schools and other people-serving agencies to deliver services in new ways, such as locating services in each other's facilities (e.g., social workers in schools); coordinating services between agencies; and collaborating between programs (e.g., pooling funding streams to address teen pregnancy prevention). We cannot expect caseworkers, principals, teachers, and other service providers to make these kinds of changes without appropriate training that is comprehensive, on-going and long-term.

ELEMENT 6. RESOURCES: There are a number of resource issues involved if we are to create more effective, outcome-based systems for children and families. First, we must ensure that we effectively use the resources we have — for instance, by reducing the programmatic fragmentation described above. We must also assure an adequate level of these resources to permit the changes (such as new staff development and assessment mechanisms) we envision here. Finally, we must determine whether our resources are being equitably distributed.

ELEMENT 7. GOVERNANCE: In order to create the changes suggested here, a number of changes in the roles and responsibilities of various institutions will be needed. Creative and workable governing structures will be necessary to design and oversee the integration of services, define outcomes, monitor progress and assure effective systems of rewards and sanctions. In the end, communities must take responsibility for the well being of children and families — and representatives from all sections of the community must be involved and committed to improvement.

LOOKING TO THE FUTURE

Over the last twenty to thirty years there have been many different programs aimed at improving conditions in urban neighborhoods and schools — and many of them have achieved some degree of success. Unfortunately, all too often these projects have been limited in scope or duration or both, and consequently the improvements have rarely spread throughout systems or been widely replicated.

Given these limitations, it seems clear that only comprehensive, systemic changes will ultimately result in improved outcomes for urban children and families. And because the conditions we seek to mitigate are so complex and of such great magnitude, and because such issues as resources, planning, and accountability will so often cross agency and governmental boundaries, we are convinced that **sustained change requires carefully designed legislation, regulations and/or administrative actions with the force of law.** Such legislation or other actions, if they included incentives (for example, large scale local grants) and focused on the Coalition elements outlined above, would also be most likely to drive change at all levels of government.

In 1991, the Coalition will be examining the potential of this approach at both the federal and state levels. Possibilities include using the Coalition's principles as the basis for expanding current federal legislation (such as the recent Young American's Act) or amending major federal grant programs (such as Chapter I in education). While fully implementing any of these would take some time, it is important to remember that there is no "quick fix" to the problems faced by children and families in our cities — only difficult first steps toward comprehensive solutions.

BEST COPY AVAILABLE

Implementing the Children's Agenda
Critical Elements of System-Wide Reform
A Statement of the National Coalition for an Urban Children's Agenda

Preface

The National Coalition for an Urban Children's Agenda is an association of ten organizations that are deeply concerned about the plight of urban children and families. Over the past year, staff of these ten organizations have worked closely together to develop a better understanding of the crisis that confronts us, and to develop common strategies for addressing that crisis. Coordination for the Coalition was provided by the National Association of State Boards of Education, but the Coalition represents an intensive effort and involvement on the part of all participating organizations.

The following statement is a result of a year's debate and discussion. It is based on our substantial programmatic experience. It represents a viable approach to bringing about system reforms that will result in better outcomes for children and families.

Coalition staff will circulate this statement widely among our members and urge that the principles that it contains be taken into account as the individual organizations develop official positions and policies. We also commend the approach outlined in this statement to our individual constituents and to state and local governments working together to address problems in individual communities.

We would like to thank the Danforth Foundation for providing the resources that permitted both our meetings and this publication, and most particularly give our thanks to Jane Paine, who actively contributed to many meetings.

We would also like to thank our facilitators, David Hornbeck and Michael Kirst; they provided us with many valuable ideas and consistently helped us to clarify our thinking.

The following organizations and individuals participated in the development of this paper:

American Public Welfare Association:
Bard Shollenberger

Child Welfare League of America:
Joyce Strom

Children's Defense Fund:
Kati Haycock

Council of Chief State School Officers:
Cynthia Brown

Council of the Great City Schools:
Milton Bins

National Association of State Boards of Education:
Janice Earle

National Conference of State Legislators:
Shelley Smith

National Governors' Association:
Barry Van Lare

National Urban League:
Stephanie Robinson

United States Conference of Mayors:
Lillia Reyes and Laura Waxman

We hope this statement will help our organizations and constituents as they think through issues related to improving policies for urban children and families.

Our ultimate goal is to use the Coalition's national voice to advance significant changes in the way we support young people by engaging in cooperative actions that will result in desirable outcomes for children and families. This paper is an important first step toward that goal.

Introduction

This paper is a result of meetings held by the National Coalition for an Urban Children's Agenda, which began meeting in the fall of 1989 to address the serious problems confronting urban schools and neighborhoods. The Coalition includes the American Public Welfare Association, Child Welfare League of America, Children's Defense Fund, Council of Chief State School Officers, Council of the Great City Schools, National Association of State Boards of Education, National Conference of State Legislatures, National Governors' Association, National Urban League and the United States Conference of Mayors. Staff at these organizations have years of experience working with social service and education systems at the federal, state and community levels. In addition, these organizations have constituents who are vital to any comprehensive, cross-sector approach to improving conditions in our cities. Finally, their members (key state and local policymakers, state and local human services administrators, and powerful child advocates) have roots in states and communities, all of which makes the Coalition extraordinarily well-placed to stimulate and develop change at multiple levels: national, state and local.

The paper explores, from the perspective of our education and social services systems, some of the problems facing children and families in our nation's cities. The point of view is that these systems are failing to effectively serve those children. Yet the systems are not failing because of short-sighted administrators or incompetent workers, but principally because the size and nature of the problems currently being faced have simply overwhelmed them — and they cannot significantly improve their performance until the ways they are organized, how they view children and families, and how they work together are changed. The paper gives some background on the nature of the problems, outlines the elements for reform that will be necessary to change the systems, and provides examples of how some of these reforms are being implemented in various cities and states. We conclude with some suggestions for a new federal role in helping cities and states renew their systems to serve children and their families more effectively.

Our ultimate goal in this effort is to use the Coalition's national voice to advance a significant change in the way we support young people by *engaging in aggressive actions that result in desirable outcomes for children:* **the urban children's agenda**. We are interested in assisting communities to define outcomes for children and families and in holding communities accountable for results. This is an ambitious, long-term agenda. But we believe it is only through focusing on outcomes, rewarding results and "joining forces" in these ways that schools, communities and states can begin to meet today's complex challenges. And we believe that it is only through a coordinated national leadership that state and urban leaders will have the support they need to set the priorities, build the commitments, and put in place the policies and programs that will make an urban children's agenda a reality in our cities.

PART I: BACKGROUND

The purpose of the Coalition has been to generate solutions to one of the most confounding and intransigent issues facing state and local policymakers today: the plight of urban children and families. The manifestations of this crisis range from the immediate tragedies of drug use, violence, and high rates of teen pregnancy and dropout to chronic poverty, joblessness, and poor health. Many of the problems historically associated with urban areas not only continue to plague our cities, but, demographers warn us, are likely to become worse. Some of the trends include:

- Increased poverty over the last fifteen years: The old tune from the 1920s has become true again: the rich are getting richer and the number of people who are poor is growing. Between 1979 and 1986 the *number of children living in poverty increased by 20 percent*, from under 10 million to over 12 million. Our child poverty rate is two to three times higher than in most other industrialized countries.

  At the same time, a disproportionate number of poor children are minority. For children under eighteen, 45 percent of all African-American and 39 percent of all Hispanic children are poor, contrasted with 13 percent of white children. Even more disturbing, the percent of children living in areas of concentrated poverty (where more than 20 percent of the population is poor) is on the rise.

- Changing family structures: because of economic conditions, most two-parent families now have both parents in the work place. At the same time, the number of children living in single-parent homes has tripled since 1950, and is now at over 21 percent. An increasing number of these single parents are teenaged mothers — every year nearly half a million babies are born to teenagers.

- Increased health problems: drugs, AIDS and poverty have taken a tremendous toll on the health of many urban families. Millions are uninsured and do not have access to medical services. Many urban hospital systems are in trouble. Infant mortality rates in some inner cities match or exceed those of developing countries. Every year over 375,000 babies are born having already been exposed to drugs, primarily crack — this equals over 12,000 classrooms of children at high risk of having learning disabilities and other developmental problems.

- More fiscal crises: in most urban centers, the trend evident since World War II is continuing — those who are able escape the problems of the city by moving to suburbs. This means that both the central city population and the financial resources of that population are shrinking. And as the problems cited above mount, there is a smaller and smaller resource base available to cover the services needed by many children and families.

- High dropout rates: in many cities dropout rates range from 40 to 50 percent. The current job market that calls for increasingly skilled, technologically sophisticated workers means that these dropouts will have a shrinking number of life options, and that cycles of poverty will continue.

- Children and families falling through the cracks: our current human service system

has serious problems of both duplication of service and gaps in service delivery. As a result, many families find themselves dealing with a number of agencies, few of whom know what the others are doing or are responsible for looking at the "whole" family.

Yet these trends do not just spell trouble for individuals. When one individual is functionally illiterate or otherwise unable to work, it is a personal tragedy. When millions of young people join the growing ranks of those who are only marginally employable, our nation is in very serious trouble. At the same time that international competitiveness is rising, we have a decreasing number of young people coming into the job market (a growing number of whom are from minority backgrounds — by the year 2010 over one-third of new young workers will be African-American or Hispanic). This means that we need all children — more than ever — no matter what their economic or ethnic background, to succeed and to grow into healthy, productive citizens. If this is not done, the United States is doomed to decline.

The Coalition realizes that our nation's problems are not confined to cities. But we have taken an urban focus for three principal reasons. First, cities are where the largest numbers of children are concentrated. For example, New York City alone accounts for 40 percent of that state's school children; most other large cities by themselves account for between 10 and 20 percent of their state's enrollment.

Second, cities have the school and human service systems that are in most serious trouble. Large sections of today's cities are more economically and racially isolated than ever before. Jobs have followed population migration to the suburbs, while within urban neighborhoods, children and youth have virtually no middle class role models on which to base their hopes for the future. In addition to the highest dropout rates, the schools have the lowest numbers seeking higher education (more young African-American males go to jail than to college), the poorest student performance and the largest numbers of children growing up in poverty and with single parents. The ability of students to learn is hindered by these conditions under which they live and by the demoralization of parents and other caretakers for whom daily survival is an issue.

Finally, we believe that given the sheer numbers of children in our cities and the demographic changes cited above, the condition of urban children affects us all. As a country we simply must ensure that all children are productive members of workforce and community; we cannot permit conditions that result in illiteracy and poverty to continue.

Traditionally, providing help or services to school-aged children has taken place within families or through neighborhoods and communities. Family support networks (extended families), neighbors, churches, schools, and community organizations were used by families as they deemed it necessary and appropriate. While this model may still work effectively in some places, in many others, particularly in urban settings, it has broken down.

The Children's Agenda

The Coalition believes that in these areas a more comprehensive approach to helping children and families is necessary. *Urban policymakers, service providers and educators cannot work in isolation from families, communities and state structures and have any hope of solving the problems that currently plague urban areas.* Urban leaders must develop strategies that take into account dysfunctional and low

income families, deteriorating schools, racial polarization, limited employment opportunities, crime and violence, inadequate housing, and insufficient access to health and social services — problems, we believe, that are best addressed through a comprehensive, approach that incorporates a "children's agenda" at the national, state and local levels.

At its essence, a children's agenda means addressing all the needs of young people and their families through forging changes in the way our "people serving systems" operate. It means recognizing that the needs of children and families (education, health, social, housing, family support, to name the most obvious) are not isolated, but very interconnected. For example, a teenager with health or family problems is also likely to have problems learning — problems that cannot be solved by the teacher alone. It means meeting these needs not through the isolated services of disparate agencies (which on one hand results in many gaps in services, and on the other hand in overlapping responsibilities and "turf" wars), but through reconfiguring our current systems or creating new ones that are more effective. Finally, it means that success or failure must be judged in terms of the outcomes achieved for children and families.

Over the last twenty to thirty years there have been many different programs aimed at improving conditions in urban schools and neighborhoods — and many of them have achieved some degree of success. Unfortunately, in many cases these projects have been limited in scope or duration or both, and consequently the improvements have rarely spread throughout systems or been widely replicated. Therefore, the Coalition is using the children's agenda as the basis of a new, comprehensive way of thinking about solutions. This process must be one that views children and families holistically and where policy and program efforts make all the "connections" within and among the various systems so that improved services to poor children and their families follows.

The Coalition advocates that we reframe all systems that serve children and youth, and includes actions to ensure that:

- the nation, states and cities *define the outcomes* they want and provide for *rewards* when systems deliver these outcomes;
- *children are at the center* of our thinking and of our systems;
- children, youth and families receive *comprehensive services;*
- children live in families that are *economically stable;*
- *interagency collaboration* occurs where appropriate;
- *systemic change* occurs in schools and in other human services and health systems;
- we focus particularly on *prevention* as well as intervention;
- *community solutions* are generated to local problems; and
- there is *federal and state* support for those solutions.

The children's agenda approach is particularly vital in urban areas, where the needs are greater and institutional bureaucracies more labyrinthine in character. It will not be easy to move schools, communities, and city and state governments in this direction. Yet this is what we must begin if we are to improve conditions in our cities' neighborhoods and schools.

The Coalition believes that for significant changes to occur in our cities and for any hope that the children's agenda will succeed, new initiatives must have the attention and support of the public, and must be based on a structure that fundamentally changes the way systems operate in our cities and that incorporates the lessons we have learned from past efforts. Such a structure is the only way to protect children and youth from the vicissitudes of elections and short-term agendas; it is the best way to ensure and sustain change throughout the system; and it is the best way to ensure that we actually get improved outcomes from our initiatives.

Collaboration and Coordination

Before dealing with the specifics of an outcome-based system, one further issue needs to be addressed. That is, whatever the exact goals and outcomes any state or community uses as a basis for its children's agenda, there is now a widespread belief that increased collaboration and coordination will be necessary to increase the effectiveness and efficiency of services. This is especially true for at-risk children and fragile families, who are more likely to be dealing with several systems at once, and who are less likely to have access to additional outside resources should they fail to get the help they need from any agency.

The importance of collaboration is more than just theory. Indeed, we now have good evidence about the kinds of programs that are most effective in improving the life circumstances of poor children and families. Lisbeth Schorr and others have identified such characteristics as comprehensiveness, flexibility, and intensity of involvement as being of primary importance in helping and supporting families in need. These principles have been operationalized in a variety of successful programs, including Head Start, one-on-one support and mentoring, family preservation, social skills training, and parent involvement. It has been further demonstrated that various combinations of these components can enhance outcomes when they are put together into community-wide, multi-agency programs with multiple components. This means collaboration.

There is also general agreement, however, that it is much easier to talk about collaboration than to actually accomplish it. This has given rise to one definition of collaboration as being "an unnatural act betweentwounconsenting parties." This can be true not only between agencies, but between levels of the same agency. Thus, whatever plans for collaboration are made, they must take into consideration the difficulty of successful implementation, including:

- The rigidity and territoriality of national, state, and local institutions and systems (welfare departments, health departments, schools, the juvenile justice system, etc.).
- The inherent mismatches in connecting human services, health, education and other systems which serve children and families. Education is both a locally controlled *and* a state enterprise. Local control of programs and resources, while decreasing somewhat during the last several years, remains a significant factor in schools. Social services, on the other hand, is largely a state-driven system, much more centrally controlled than education. In addition, because many local school boards control fiscal resources, schools often find themselves isolated from other local government entities. The federal level further exacerbates the problem. There are numerous pieces of federal legislation aimed at the same populations, but eligibility requirements and guidelines on how money can be used differ. These governance realities

San Diego's NEW BEGINNINGS: One example of an interagency collaborative for providing integrated services for children and families

Currently in its final planning phase, New Beginnings represents a fundamental restructuring and reallocation of public funds to an interagency system. The research behind the project's feasibility study, which was partially funded by the Stuart Foundation, included hundreds of interviews with students and families, interviews with front line service providers from participating agencies, data-sharing among the agencies, and two action-oriented studies: placing a social worker at the target elementary school to work with families, and creating a system of agency liaisons to help outside agencies be more accessible to the school's staff.

Plans now call for implementing the New Beginnings approach for families who live in the Hamilton Elementary School attendance zone (enrollment 1300), a densely populated, multiethnic section of San Diego's City Heights area. The most fundamental change will be the creation of a support CENTER, which will be on the school site or adjacent to it. The CENTER will provide two levels of services for families: an expanded student registration/family assessment process for all families; and service planning and ongoing case management for families who need prevention or early intervention services.

At the CENTER, families will also be able to receive direct services: initial eligibility screening, school registration and assessment of students for special programs, referrals to parent education and other self-help services, and some health services. The school nurse practitioner will work at the CENTER in an expanded role, including treatment.

The SCHOOL will be the primary source of referrals of children who are experiencing academic, behavioral, attendance, or health problems. Teachers will receive intensive training on problem identification and supportive techniques in the classroom, as well as awareness of the roles and services of other agency staff. They will maintain close contact with the CENTER staff to assess whether services are having beneficial effects on children who are referred.

Finally, there will be an EXTENDED TEAM of line workers who will continue in their home agencies and usual job roles, but take on a redefined case load focusing on Hamilton School families.

The exact roles and relationships between the School and the Center and between the separate agencies and the Center is likely to be spelled out in an annual operating agreement, with administration through a Center Director. Funding will be through reallocation of existing resources.

exacerbate attempts to communicate and collaborate.

- The difficulty of developing collaborative ways of working together. As currently structured, most agencies give few rewards for planning and working with other agency staff.

- The likelihood that many school administrators will prefer to keep the mission of schools isolated from health and social services. They argue that schools are responsible for academic achievement, and that they do not have the resources, the authority, or the time during the school day to function as a social service agency.

- The need for continuing professional training for agency and school staff to develop the skills and knowledge needed in an outcomes-oriented, client-centered system where there is likely to be more emphasis on working across agency lines. Capacity for such training will have to be developed in professional training institutions and state and local agencies.

These are serious difficulties. Therefore, our interest is in how to initiate and sustain mechanisms that can pull together the pieces of separate programs into comprehensive, community-wide efforts. And while the primary place where the work will be done and improvements will occur is at the community level, new configurations must be thought through at the federal and state levels as well. There is much that the federal government and states can do to enable communities to imagine, implement and fund initiatives differently and thus improve the lives of children. For example, it is unlikely that communities can forge their own solutions to collaboration without the injection of outside funding and leadership. The availability of technical assistance for planning, policy development, and regulations and waivers to regulations is essential. It is also important for the state to model the kind of unified approach to problem solving it would like to see at the local level. This means it is critical at the state level to get administrators to cross agencies lines and communicate with each other, and to get them to understand they are working with the same target populations and on interrelated problems.

Finally, it should be remembered that while states and the federal government can assist communities to make systemic changes, in most cases mandated changes will be met with resistance. This makes it imperative for leaders at all levels to be involved in planning and implementing the children's agenda. If collaboration is to be an important part of systemic change, it must be there from the beginning.

Part II: The Essential Elements of Reform Plans

It must be remembered that there is nothing more difficult to plan, more doubtful of success, nor more dangerous to manage, than the creation of a new system. For the initiator has the enmity of all who would profit by the preservation of the institutions and merely lukewarm defenders in those who would gain by the new ones.

Machiavelli

As the Coalition discussed ways to improve the current system's delivery of services, a number of concepts emerged that could be used as the building blocks for systemic reform. These essential elements of the children's agenda include 1) defined goals, 2) defined and measurable outcomes, 3) appropriate assessments, 4) incentives and consequences, 5) staff development, 6) sufficient resources, and 7) appropriate governance. If properly put together with support from both the public and the staff of each agency, these elements will enable the system to become more focused on improving outcomes for children, and should enable agencies to function more collaboratively, more effectively, and more efficiently.

Currently, there is widespread agreement from both educators and the public that schools must be restructured if we are to reduce dropout rates and raise levels of achievement. There is also consensus that social services must become more client centered if the many families caught in a cycle of dependency are to break free. There is less agreement, however, about how to create a more comprehensive, outcomes-oriented system such as we have described in our children's agenda. And even fewer people are thinking in terms of the specific elements that must be the backbone of such a system. Yet the Coalition believes that it is only through putting together the elements discussed below that we can ensure that the social services system will be able to help all those who need assistance, or to guarantee all children access to an education that will enable them to become independent, productive citizens.

Element 1: Defined Goals

In order for states and cities to make wise, appropriate changes, it will be necessary for them to define what they want the changes to result in — that is, they must decide what are the overall goals for young people and the institutions that serve them. The importance of defining goals cannot be overstated, as this process will determine the framework for all the work and the changes that follow.

Setting the goals must be a broad-based process, involving all stakeholders in the community. After all, the ability of communities and states to support the positive development of children and families represents everyone's stake in the future. The following features of the goal-setting process can be used to help communities and states develop their vision of what life should be like for urban children:

- **Identification of key stakeholders, including community representatives, parents, elected officials, service providers, and those receiving services.**

Helping a diverse group come together on behalf of children and families is not an easy task. Not all group members will have identical perceptions of the problem, and many will not have communicated or collaborated with others before. It is critical, however, to have the community come together, because only through collective action can they change how communities operate on behalf of children. No one institution or approach will work for all children or every circumstance.

How each state and/or community comes together will depend on local conditions. In many places organizing a broad-based task force to decide on the strategy will be the first step; then, whatever structure that is decided upon can be put in place.

- **Collection of data so that the community or state has meaningful information on what the most serious problems are.**

The information about the lives of children as it is collected by the different systems (e.g., health, social services, juvenile justice, or education) is usually not compatible or linked with that of other agencies. Thus, it is often difficult to get this data integrated into a complete, composite picture.

At the federal level, there have been modest attempts to describe the lives of children comprehensively. For example, the United States Department of Education, in a publication entitled *Youth Indicators*, has gathered information on children's school achievement, leisure pursuits, employment, health, behavior and attitudes.

A small number of states are also beginning to think of "the whole child" as they pursue data collection efforts. In 1989 California released, for the first time, *The Condition of Children in California*. This publication uses a variety of factors that reach across systems to describe the lives of children in the state. Information on family life, economic status, child care and early childhood programs, education, how children spend their time, health and mental health, abuse, delinquency and income support is included.

As all stakeholders come together to address the problems of poor children and families, they must have common data to build upon. National leadership (that is, leadership of the associations whose constituents are responsible for bringing services to people) can be particularly important in this area in order to bring the various systems together to develop a common language and compatible data sets.

- **Development of goal statements that reflect what states and communities want for children.**

For example, by age eighteen young people should:

- have the skills and knowledge to either go to college (or other post-secondary institution) or to have a self-supporting job that holds promise for advancement;
- regularly participate in civic activities;
- understand the responsibilities of parenthood;
- be living an independent, healthy lifestyle;
- be connected to a family or other support system; and

- have access to adequate shelter and a safe environment.

Minneapolis provides an example of one city's efforts to set goals for its children and youth. In 1987, the Minneapolis Youth Coordinating Board, made up of elected officials from each board or agency with responsibility for young people, initiated City's Children: 2007, a vision-oriented, long-range planning project. The project's charge was to create a vision for the community in the year 2007, and translate that vision into goals and priority targets for action. Some of the goals (and the priority targets that accompany them) are:

- Improve the health and safety of children and youth.

  Priority Target: Screen every young child at least three times between birth and age 6 for health and developmental status and actively link families who need assistance to appropriate services.

- Strengthen child care and early childhood development systems.

  Priority Target: Develop a specific strategy and plan of action to reduce staff turnover and increase the quality of services in day care services in Minneapolis.

- Ensure positive adult love and interaction for every child.

  Priority Target: Assure that each child has ready access to at least one parent or other adult who cares about that child and who provides nurturing, support and guidance on a regular basis.

- Enhance shared responsibility of all community segments for the health, well-being and development of children and youth.

  Priority Target: Maintain a visible organization which initiates community discussions on child and youth issues and promotes community-wide responses to issues that arise.

Element 2: Defined Measurable Outcomes

Having goals is necessary, but it is not enough. States and cities must be able to define specific outcomes or indicators that make it possible to judge progress in meeting their goals — and which enable them to judge whether systems are succeeding in fulfilling their responsibilities.

These indicators can be of assistance in charting ways for states and communities to create more effective programs or policies. Zill (1983) and others state that having identical measures repeatedly applied over time to comparable populations of children is essential if we are going to keep track of the condition of our children. A system of well-defined, measurable outcomes can:

1. Monitor progress or deterioration in child well-being and achievement. By tracking changes over time in the functioning of the child population as a whole and in the development of different groups of children, a system of indicators makes it possible to identify problem areas as they emerge. Such indicators can also reveal areas where progress is

being made and correction programs seem to be working.

2. Guide social policies on behalf of children. Accurate information can strengthen the hand of policymakers, program planners and advocates in their attempts to improve children's lives.

3. Correct misperceptions about children and youth. Much attention has been given in the popular press to perceptions that adolescents hold different attitudes and values than their parents. Research has shown that this is not generally true, and that parents remain extremely influential during adolescence in terms of the development of children's values and attitudes. Getting such facts out publicly can help correct negative misperceptions about adolescents on the part of many adults.

4. Improve the quality and usefulness of data on children. In spite of recent progress, there is still a need to integrate information on children collected by various federal, state and local agencies. Definitions are often in conflict both within and between systems.

5. Determine which individuals or institutions are being successful and which are not for accountability purposes.

The Coalition has identified several possible indicators in the education and human service systems that can be used to judge progress in meeting goals. They include:

health and well-being (e.g., death rates for various age levels, frequency of illness and the accessibility of care, number of children identified as needing special education and the degree to which these conditions affect school attendance, levels of youth poverty, teen pregnancy rates, stability of family life, and levels of stress.)

development (e.g., how many children arrive at school ready to learn, the extent to which young people develop levels of mastery of academic skills at high levels of expectation, general graduation rates, as well as indicators for nonschool behaviors, such as the numbers of children involved in youth service organizations, how well they relate to peers, or how much TV children watch.)

deviant behavior (e.g., school truancy, involvement with gangs, use of illegal substances, involvement with the juvenile justice system.)

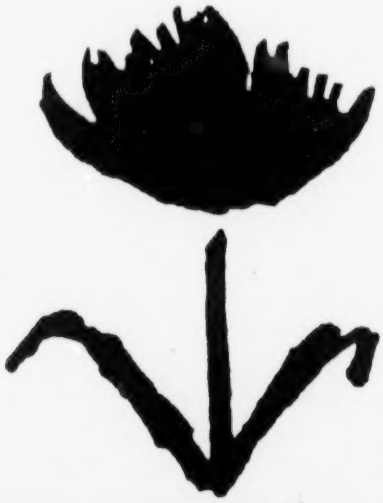
satisfaction (e.g., how many children/parents feel satisfied with their schools, with community services such as recreation or youth employment programs, or with their access to health care.)

A recurrent theme in Coalition discussions has been the difficulty of defining outcome language for social service systems. Education and health have defined outcomes that are measurable and have begun to construct systems that respond to them. A health department, for example, can measure the number of children who are inoculated; a school system can measure the number of youth who stay in school, and determine their academic achievement by race, ethnicity and gender. However, still more work is needed to develop goals that will quantify the desired outcomes for urban children and families. The challenge is especially acute in social service

systems, where widely used measures are still largely treatment oriented, keeping the focus mostly on inputs (for example, how many clients are served, what services are provided). This is in part due to the fact that many social service programs are largely federal and state driven systems with little coordination of goals across program lines. It is further complicated by the fact that services are provided by a host of local providers. Bringing these providers together is a formidable task.

However, an increasing number of states are developing outcome measures for certain social service programs, such as child welfare services. Family preservation programs, for example, provide services that help eliminate the need for foster care in families experiencing crisis. Outcome measures for family preservation programs that have been required by state legislation in several states include the number of families served, cost savings due to placements that were avoided, the number of children still at home one, two, and three years after the services were provided, and data comparing families served versus those not served.

At the same time, creating a broad, community-based accountability system that identifies the status and well-being of children is an extremely important task that has not been tried.



ELEMENT 3: APPROPRIATE ASSESMENTS

Having defined outcomes, it will be necessary to have mechanisms in place to measure them. This will require some changes, since many current assessments, if they exist at all, measure inputs rather than outcomes. For example, they may measure how many neighborhood clinics exist and how many people walk in the clinics' doors, rather than measuring how many individuals are *successfully* treated and how many still remain without treatment.

Education systems have long had assessment and accountability systems. These systems are undergoing substantial change. Education policymakers are currently grappling with defining and developing measures of performance or "authentic" assessment; that is, assessment that measures knowledge, understanding, and actual performance of tasks rather than recognition or recall of facts. Authentic assessments are designed to test students' ability to think through a complex set of issues, to provide responses to open-ended questions, and to demonstrate proficiency rather than respond to a series of multiple choice items on a norm-referenced test.

There are several examples of states that have begun to develop such tests. Vermont, for example, is developing an approach that would have students create portfolios in both writing and mathematics. Portfolios consist both of "typical" work by the student and "best" work. Random selections of student work are selected for evaluation by teams of teachers.

New York has developed performance assessments in science at the elementary level, and California has developed open-ended math assessments in which students are given problems that have multiple solutions; the key factor

is not the "correct" answer, but the process the student used to arrive at it. This line of thinking is consistent with several national reports that are advocating different learning outcomes and assessment strategies in several curricular areas. Most notable among them are the reports of the American Association for the Advancement of Science's Project 2061 *Science for all Americans* and the Mathematical Science Education Board's report, *Everybody Counts*. These reports advise linking learning and assessment more closely, so that when teachers "teach to the test," students learn important and useful information.

Other assessment information is available from state education agencies and national sources, including the National Assessment of Education Progress, the United States Department of Education's School and Staffing Survey (for teacher/administrator opinions) and annual statistical reports, and Congress's Current Population Survey, which is released every five years and contains valuable information on school completion rates.

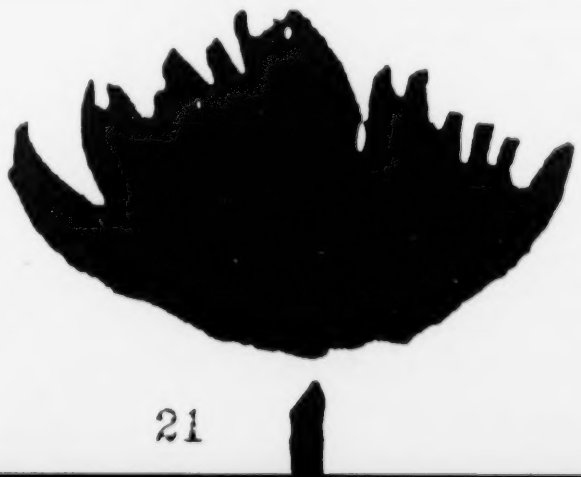
In September 1991, the National Education Goals Panel will issue its first report on progress toward achieving the national education goals adopted by the Governors and the President last year. This report will provide much valuable data for use by states and cities.

A significant problem is that while education systems are beginning to construct more meaningful assessments, similar progress has not been made in social service systems. This is due in large part to the difficulties in defining outcomes for social services, as discussed in the previous section. Another thorny issue is that while the Coalition advocates greater coordination of both services and resources, defining accountability and assessment in systems where there are complex collaborative arrangements becomes difficult. But if coordination and collaboration are to work, then accountability systems for assessing outcomes must be in place.

Element 4: Incentives and Consequences

Once assessments are made we must attach consequences to them: rewards for success and sanctions for lack of progress. Without these consequences, the system can continue to "blame the victim" (that is, children and families) for failure, rather than look to systemic change strategies to ensure that children succeed. This shift places the onus and opportunity for success upon the institution, and it is the institution that receives the rewards or sanctions.

The idea would be for each agency unit or school to measure progress against itself, rather than comparing it with other units or schools. Possible consequences could include either gains or losses in terms of pay, control (autonomy) or jobs. In addition, publicity or notoriety could follow the publication how units or schools perform. The following chart describes how this could work:



POSSIBLE CONSEQUENCES FOR INSTITUTIONAL PERFORMANCE

Performance levels: high — low

	Salaries Control	Administrative	Job Security	Public Awareness
REWARDS	$$$	Greater autonomy in decision making	Maintained	Positive reports in press and other media
	$$			Achievement awards
	$			
	THRESHOLD BETWEEN REWARDS AND SANCTIONS			
SANCTIONS	No increases	Monitoring	Monitoring	
	- $	Increased outside control	Loss of tenure	
	- $$	Outside control	Loss of position	Notoriety

We have to acknowledge that while policymakers have used incentives to encourage people in government agencies or schools to try out new ideas or behavior, the idea of sanctioning institutions has been met with resistance. In order to overcome this, we must make it clear that the purpose behind using consequences is not punishment, but to force systemic change and reforms within our institutions.

An example of incentives being explored in the social services is Iowa legislation that allows the agency handling child support to hire additional staff, provided the amount of money collected for child support remains at least twice as much as the program's administration costs. In Georgia, a similar incentive has been implemented at the individual level, where child support teams are publicly recognized and given monetary rewards for excellent performance in collecting child support.

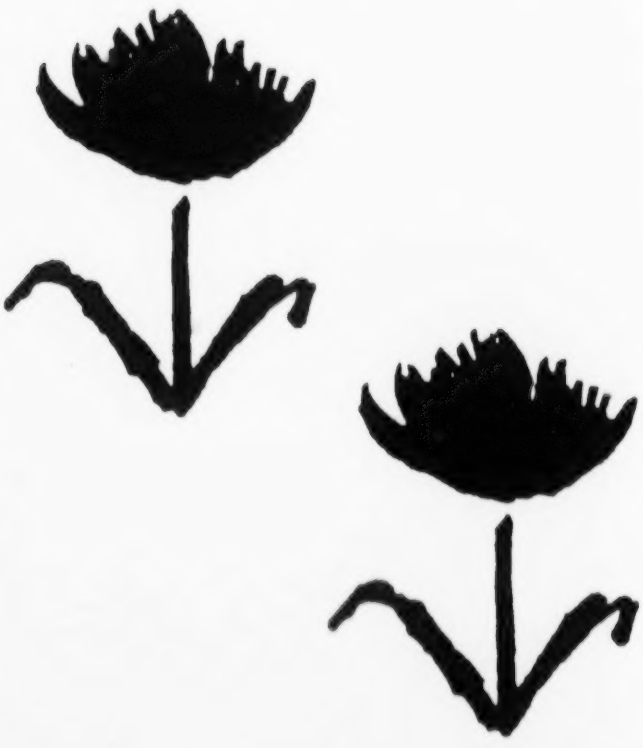
One example of how a consequences-driven system might look in an education system is the school reform plan currently being designed in Kentucky. Planners in that state are using the following assumptions to underlie their application of incentives and consequences:

1. Rewards and sanctions should be determined on the basis of improvement rather than absolute

attainment. In order for this to work, it will be necessary to establish a threshold level of improvement to determine whether an institution was on the reward or sanction side of the ledger.

2. Agencies can provide fiscal rewards or other recognition for schools and other institutions where proportions of students or clients meeting standards of success are highest.

3. For schools or institutions not meeting the threshold level, plans for improvement must be developed, technical assistance (including financial assistance) should be available, and, if all else fails, local systems that are not successful in improving should be taken over and reorganized.



Element 5: Professional Growth and Development

Although we are talking about staff development, it is more accurate to describe both systems of professional preparation *and* ongoing professional development. The goal is to ensure that those who work with children and their families become advocates and brokers. We should expect the following to occur:

1. Services will be delivered in nontraditional settings, perhaps in homes, and offered at nontraditional hours.

2. Professionals will be able to be flexible enough to redefine their roles so that they can work with the "whole child" and the "whole family."

3. Professionals will get rewarded for spending time and energy to learn about other systems and to coordinate and collaborate with others.

4. Professional training will become more interdisciplinary in nature, so that professionals in one system will be apprised of the issues and concerns in another.

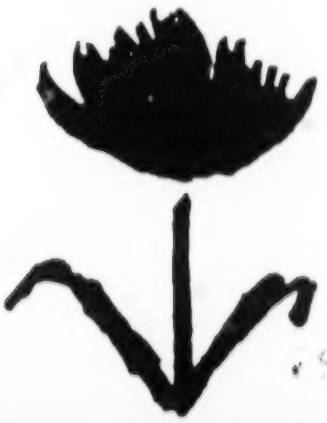
As we define new ways to reframe systems for children, professional growth and development becomes more important than ever. It will be critical, for example, to prepare staff to think in terms of outcomes for children. The children's agenda will also require those who work in schools and other people-serving agencies to deliver services in new ways. For example:

- locating services in each other's facilities (e.g., school-based health clinics);
- coordinating services between agencies (e.g., interagency agreements); and
- collaboration (e.g., pooling funding streams to address teen pregnancy prevention).

We cannot expect caseworkers, principals, teachers, and other service providers to make such adjustments without appropriate training. To create the kinds of changes described here, staff development will have to be comprehensive, on-going and long-term. New behaviors will have to be supported by extensive coaching and modeling. This is significantly different from "one shot" presentations on a new regulation or a two-hour inservice presentation on a new curricular framework.

Such changes will also require careful work with policymakers and other leaders to ensure that there are connections between the way our various systems view professional growth and development and the changes we have proposed here.

Staff development, as the Coalition envisions it, both enables people to work more effectively within their own systems and promotes knowledge about other systems and how to work at integrating services.



Elements 6: Resources

There are a number of resource issues involved if we are to create more effective, outcome-based systems for children and families. First, we must ensure that we effectively use the resources we have. The programmatic fragmentation that has been described elsewhere in this paper results, in part, from the way we have traditionally funded programs for children. We are driven by a categorical mentality that funds programs vertically, through specific funding streams designed to address a particular issue. This has resulted in a system which is inadequate and often duplicative. One policy analyst (Gardner) suggests that funding for programs for children be judged on the extent to which they exhibit the following characteristics:

1. Do they have *hooks* which formally link a child's participation in one program to participation in another? Hooks are possible only if planners ascertain what totality of services a particular child needs.
2. Do they have *glue* which assures that funding is conditioned on making sure children get help under one roof, but from several sources?
3. Are they *joint ventures* which encourage agencies to create partnerships to raise funds for jointly operated programs?

Coalition members discussed several such approaches with program staff responsible for their operation. One example is the Ounce of Prevention Program, which originated out of the Governor's office in Illinois. The "Ounce" pooled funding from several state agencies in Illinois (including health, mental health, and

education) and monies from private sources to address infant mortality and teen pregnancy prevention in several communities throughout the state. The "Ounce" operates as a public/ private partnership and is able to move quickly and flexibly to address community needs in these areas.

Another example is the Iowa decategorization project. This project resulted from state legislation permitting more flexible funding arrangements for services to children, youth and families. The legislation is being piloted in two counties. Overall increases in funding levels are forbidden, but the movement of funds within certain categories (foster care, day care, and family-centered services) is permitted. Identified monies were combined into one "Child Welfare Fund." While education was not specifically mentioned in this legislation, they have been included in local decision-making through another piece of legislation that provides general support services (additional counselors, mental health and parent outreach services) to at-risk students.

The second major issue in terms of resources is that we must assure an adequate level of these resources to permit the changes we envision here. Resources will be needed to fund new assessment mechanisms, service delivery modes and staff development. We must identify how to tie resources to outcomes and assessment. It will be difficult to garner additional resources otherwise.

Finally, we must determine whether our resources are being equitably distributed. This is complicated, as government would have to address equity issues in all the people-serving systems. Social services are targeted at the poorest children and families; education dollars go to all school-age children, although there are specific programs aimed at increasing resources for poor children. States and communities will have to create frameworks to help them think through how the systems can be connected more effectively and fairly.

Element 7: Governance

In order to create the changes suggested here, a number of changes in the roles and responsibilities of various institutions will be needed. Creative and workable governing structures will be necessary to design and oversee the integration of services, monitor progress and assure effective systems of rewards and sanctions. The Coalition identified two key questions:

1. What shall the governance apparatus be in an outcome-based system with substantial rewards and sanctions? How do we assure that this new system will have the capacity and authority to integrate service delivery for children and their families and produce results?

2. The second question, whatever the answer to the first, is at what level of government are key service delivery questions answered in an outcome-based consequences driven system? Is significant authority moved down the bureaucratic ladder closer to the client or should it remain centralized?

The Coalition feels that communities must take responsibility for the well being of children and families. Representatives from all sections of the community must be willing to commit to improvement. Communities must develop mechanisms to define outcomes, monitor results and assign consequences. Formal structures to ensure that this occurs must be authorized through legislation.

Part III: Proposed Coalition Activities

Defining the elements of a comprehensive, outcome-oriented system, as we have done in Part II, provides a basic framework for changing systems that serve children and families. Using this framework to define and begin to implement a *process for change* is a much more difficult task. This work will occupy the members of the Coalition during the next year. While it is too early to detail what the process for change will be, it is possible to outline the general direction in which we will be going.

As this paper has stressed, the Coalition strongly believes that it is only *systemic* changes that will result in better outcomes for urban children and families. In looking toward future Coalition activities, we first identified a number of generic approaches to creating the systemic changes we support. They include:

1. **Charismatic Leaders.** Charismatic leaders can, by force of vision and personality, create systemic change. The problem is that when the leader leaves, the changes prove short-lived.

2. **Demonstration projects.** Demonstration projects operate on the assumption that once something is tried and is successful in one location that others will replicate it. Unfortunately, there is no guarantee that this will actually happen, and the projects themselves often fall prey to the lack of continuing funding and changing political agendas.

3. **Money.** If financial rewards are great enough, people will change behaviors. But we have concluded that while money may cause people to initiate changes, the connection between money alone and significant system change is neither clear nor guaranteed.

4. **Lawsuits**. There have been several lawsuits that have created systemic changes. *Brown v. Board of Education* (1954) is a classic suit that resulted in elimination of legally sanctioned segregated schools. Lawsuits take years to come to resolution, however, and initially their outcomes are not clear.

5. **Labor contracts.** Particularly in the field of education, labor contracts in cities such as Miami/Dade County and Rochester have resulted in significant changes in how schools are governed.

6. **Executive actions.** Executive orders from mayors and governors along with regulations and guidelines from agency heads or policy boards can have the force of law and result in significant changes in ways that systems work together. However, such changes are often dependent upon the continuation of high level support and are limited by the constraints of underlying statutes.

7. **Legislation.** Legislation offers the advantages of broad authority, long range planning and support, and high public visibility.

Because the conditions we seek to mitigate are so complex and of such great magnitude, and because such issues as resources, planning, and accountability will so often cross agency and governmental boundaries and require long-term solutions, the **Coalition is convinced that sustained change requires carefully designed legislation, regulations and/or administrative actions with the force of law.** Such actions, if they included incentives (for example, large scale local grants) and focused on such Coalition principles as defined goals and measurable outcomes, collaborative use of resources, and increased professional development, are also most likely to drive change at all levels of government. Much remains to be done. Some current efforts at reform in children's coordinating bodies are largely symbolic and ineffective; they are often bogged down in bureaucratic discussions and have little actual influence within state governments.

In 1991 the Coalition will be examining the potential of legislation and other actions at both the federal and state levels to effect the changes we seek. Possibilities include using the Coalition's principals as the basis for expanding current federal legislation (such as the recent Young American's Act) or amending major federal grant programs (such as Chapter I in education; Title IV B, Child Welfare Services; or P.L. 99-457, the Education of the Handicapped Amendments of 1986). We believe the Coalition representatives, with their background in working with different public and private organizations dealing with children's affairs, have the expertise and connections necessary to ensure that such legislation or other actions are carefully crafted to have the most beneficial impact on children and families — especially those who most often find themselves in need of additional services. And while fully implementing the Children's Agenda will take some time, it is important to remember that there is no "quick fix" to the problems faced by children and families in our cities: only difficult first steps toward comprehensive solutions.

BEST COPY AVAILABLE

POLICYMAKER'S CHECKLIST

The following checklist was developed to assist states and cities as they begin or continue the policy development process aimed at improving outcomes for at-risk children and families.

1. **Defined goals**

   ❑ Has your state and/or city developed goal statements for children?

   If not:

   ❑ Has your state and/or city identified and brought together the key stakeholders that must be involved in the goal setting process?

   ❑ Has your state and/or city created a task force, committee or other group charged with creating such goals?

   ❑ Has your state and/or city identified current data collection activities for gathering information on children and families?

   ❑ Are there gaps that need to be filled? If so, how will you go about getting the additional information you need?

2. **Defined measurable outcomes**

   ❑ Has your state and/or city identified specific outcomes or indicators to determine progress toward your goals?

   ❑ Has your state and/or city determined a process for helping education and social service systems work together to define comprehensive outcomes?

   ❑ Do these outcomes reflect a broad range of concerns, such as health and well-being, development, deviant behavior and satisfaction?

3. **Appropriate assessments**

   ❑ Are the education and social service systems in your state and city working together to develop appropriate assessments regarding outcomes for children — both for their individual sectors and as part of a general assessment system?

4. **Rewards and sanctions**

   ❑ Is ongoing professional development taking a long-term approach reflective of the need to work in a comprehensive way with children, families and communities?

6. **Resources**

   ❑ Does your state and/or city examine resource issues in terms of whether there are appropriate linkages between programs or joint ventures between agencies?

   ❑ Is your state and/or city exploring ways to identify and remove legal or regulatory barriers to more coordi nated, comprehensive funding approaches?

   ❑ Is your state and/or city establishing an ongoing process to attain adequate resources for urban children and families in order to achieve the outcomes that have been identified?

7. **Governance**

   ❑ Has your state and/or city identified a process for examining critical governance issues related to effectively implementing the Children's Agenda?

   ❑ Has your state and/or city determined where authority needs to reside in order to ensure that the goals and outcomes you've identified can be carried out?

Appendix

Related National Efforts

The Coalition has identified several major national initiatives that are working on many of the issues identified by the Coalition. Their activities are briefly summarized below.

The Council of Chief State School Officers is providing staff support for a Commission on Chapter I. This Commission, chaired by David W. Hornbeck, will meet over the next two years in order to develop recommendations to guide Chapter I reauthorization. The Commission will focus its attention on providing a high quality educational program for disadvantaged students and using Chapter I as leverage to make such programs schoolwide and full day in schools with high concentrations of Chapter I students.

Joining Forces, a joint project of the Council of Chief State School Officers and the American Public Welfare Association, has initiated a task force of individuals in the education and human services areas to define common outcomes and indicators that address the well-being of children and families. A draft of the recommendations will be available in August 1991; they will then be field tested in selected states.

The National Education Goals Panel is overseeing the development and implementation of a national education progress reporting system. Governor Roy Romer of Colorado is the Panel's chairman. Beginning in September 1991, the Panel will issue an annual report to the nation on state and national progress toward achieving the national education goals. This reporting process is viewed as a tool to help push the education system to dramatically improve performance.

The National Governors' Association Education Program is assisting states to develop and implement initiatives to achieve the National Education Goals. The NGA Task Force on Education's 1990 Report, *Educating America: State Strategies for Achieving the National Education Goals*, outlines specific actions for the pre-school and school years.

The Council of Great City Schools has produced a report, *Strategies for Success*, as a result of their national education summit. This book describes how the National Education Goals must be adapted to urban schools and identifies numerous strategies for implementing them. Over 70 national organizations were involved in working with the Council to define the strategies.

The Institute for Educational Leadership is heading a Consortium on Coordinated Services for Children. The Consortium has published a pamphlet, *What it Takes*, which describes the kinds of changes that education and social services sectors must make to provide more effective collaborative efforts on behalf of children and families. Another pamphlet, *Thinking Collaboratively: Questions and Answers to Help Policy Makers Improve Children's Services*, by Charles Bruner, will be published later this year.

The National Association of State Boards of Education is sponsoring a School Readiness Task Force to help parents, communities, and public schools achieve the school readiness goal advanced by the President and the National Governors' Association. The Task Force report (to be completed in the end of 1991) will include policy recommendations for building a comprehensive, continuous, affordable and family-responsive system of intervention and support services for young children and their parents.

The National School Boards Association coordinated a Wingspread conference, *Building a Common Agenda for America's Youth*. The conference was jointly sponsored by national organizations representing local school administrators, city managers, counties, towns and mayors. Participants will develop a statement to be issued to the media and their respective membership relating to outcomes of the Conference, and identify joint activities for the coming year.

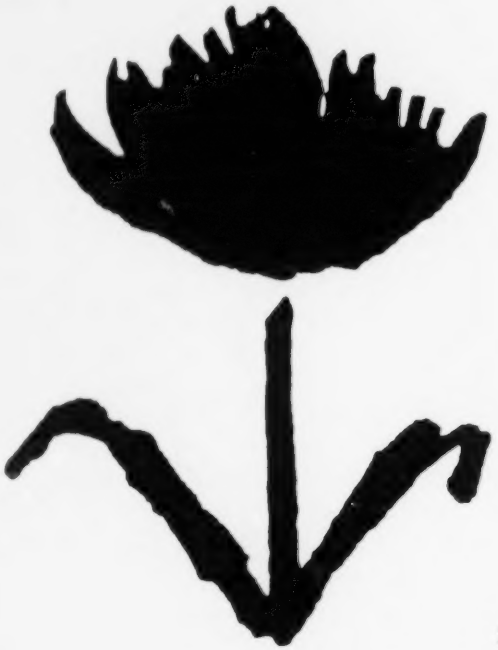
The National Center for Children in Poverty develops and strengthens programs and policies that will improve the quality of life of poor families and their children through age five. It aims to close the gap between policy development and local programming implementation through state and local analyses, and through the dissemination of information to guide researchers, policymakers and program administrators. The Center's efforts focus on early intervention policy and programs in the domains of health, social support and early childhood development.

The National Center on Education in the Inner Cities has been funded by the Office of Educational Research and Improvement (OERI), U.S. Department of Education, to conduct programs for educational research and dissemination on education in inner cities. The Center's three research and development programs focus on the family, the school and the community. There is an emphasis on integrated multi-disciplinary collaboration; the Center interacts with collaborating universities, schools, communities and agencies as well as a wide range of national, state, and regional programs.

The National Center on Families, Communities, Schools and Children's Learning, funded by OERI, conducts research on how families, schools and communities influence student motivation, learning and development. It aims to improve the connections between and among these major social institutions. There are two research programs: the Program on the Early Years of Childhood and the Program on the Years of Early and Late Adolescence. Projects pay particular attention to the diversity of family cultures and backgrounds.

The Center for Research on Effective Schooling for Disadvantaged Students, funded by OERI, conducts an effort to identify and develop effective programs and practices that meet the needs of disadvantaged children at all educational levels, from preschool through high school. The effort incorporates special attention to the needs of language minority children and special attention to the roles of families and communities.

Joy Dryfoos, an independent researcher with the Carnegie Corporation has undertaken a Youth at Risk Project, which is currently investigating comprehensive state actions on behalf of high risk children and youth. She is specifically looking at what organizational structures are needed at the state level to expand comprehensive service programs at the local level.



REFERENCES

Bruner, C. "Twelve Questions State Policymakers Should Ask about Fostering Collaboration in Meeting Children's Needs," DRAFT manuscript, July 1990.

Gardner, S. "Failure by Fragmentation," *California Tomorrow*, Fall 1989.

Kirst, M. and McLaughin, M. "Rethinking Children's Policy: Implications for Educational Administration," Bloomington, IN: Consortium on Educational Policy Studies. Policy Bulletin, August 1990.

Morrill, B. and Gerry, M. "Integrating the Delivery of Services for School-aged Children At Risk: Toward a Description of American Experience and Experimentation." Unpublished paper. February 6, 1990.

New Beginnings: A Feasibility Study of Integrated Services for Children and Families. San Diego: New Beginnings, July, 1990.

Office of Educational Research and Improvement. U.S. Department of Education. *Youth Indicators 1988.* Washington, DC: U.S. Department of Education.

Policy Analysis for California Education (PACE). *Conditions of Children in California.* Berkeley, CA: PACE.

Schorr, L. *Within our Reach: Breaking the Cycle of Disadvantage.* New York: Anchor Press, 1988.

Zill, N. "Some Perspectives on Adolescent Health Indicators," Washington, D.C.: Child Trends, December 1989.

Zill, N. "Selecting Child Health Status Indicators and Documenting the Prevalence and Impact of Conditions," Washington, D. C.: Child Trends, April 1990.

CONSULTANTS TO THE COALITION

Judy Carter, Ounce of Prevention Fund

Tony Cippilone, the Annie Casey Foundation

Peter Nessen, Corporate Realty Capital

Tess Scanell, Child Welfare League of America

Ann Segal, Office of the Assistant Secretary for Planning and Evaluation, Department of Health and Human Services

Deb Westvold, Iowa Decategorization Project

Katim Waheed, Caring Communities Project

Nicholas Zill, Child Trends

For more information, please contact any of the following Coalition representatives:

Milton Bins
Deputy Director
Council of the Great City Schools
1413 K Street NW, Suite 400
Washington, DC 20005

Cindy Brown
Director, Equality Center
Council of Chief State School Officers
444 North Capitol Street, Suite 379
Washington, DC 20001

Janice Earle
Director, Center on Educational Equity
National Association of State Boards of Education
1012 Cameron Street
Alexandria, VA 22314

Kati Haycock
Vice President
Children's Defense Fund
122 C Street NW
Washington, DC 20001

Stephanie Robinson
Education Director
National Urban League
500 E. 62nd Street
New York, NY 10021

Bard Shollenberger
Government Affairs Director
American Public Welfare Association
810 First Street NE, Suite 500
Washington, DC 20002

Shelly Smith
Program Manager, Children, Youth and Families
National Conference of State Legislators
1560 Broadway, Suite 700
Denver, CO 80202

Joyce Strom
Deputy Director
Child Welfare League of America
440 First Street NW, Suite 310
Washington, DC 20001

Barry Van Lare
Deputy Director
National Governors' Association
444 North Capitol Street, Suite 250
Washington, DC 20001

Laura Waxman
Deputy Director
United States Conference of Mayors
1620 I Street NW
Washington, DC 20006

Additional copies of this report are available for $7.00 (prepaid) from the:

National Association of State Boards of Education,
1012 Cameron Street, Alexandria, VA 22314

(703) 684-4000

Implementing the Children's Agenda was written by Janice Earle and David Kysilko.

Design and production/Barbara Brecher Design

BEST COPY AVAILABLE